

Message Text

CONFIDENTIAL

PAGE 01 QUITO 06103 01 OF 02 241513Z

42

ACTION ARA-20

INFO OCT-01 ISO-00 COA-02 EB-11 COME-00 INT-08 AGR-20

SCI-06 IO-14 DLOS-06 CG-00 CIAE-00 DODE-00 PM-07 H-03

INR-10 L-03 NSAE-00 NSC-10 PA-04 RSC-01 PRS-01 SPC-03

SS-20 USIA-15 ACDA-19 TRSE-00 OMB-01 DRC-01 /186 W

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R 241340Z NOV 73 ZZH

FM AMEMBASSY QUITO

TO SECSTATE WASHDC 9268

INFO AMEMBASSY LIMA

AMCONSUL GUAYAQUIL

C O N F I D E N T I A L SECTION 1 OF 2 QUITO 6103

E.O. 11652: GDS

TAGS: PBOR, EFIS, EC

SUBJECT: GOE PLANS FOR MANAGING TUNA FISHERY

REF: STATE 227764

1. THE EMBASSY WELCOMES THE DEPARTMENT'S PROMPT AND COMPREHENSIVE COMMENTS ON THE EMBASSY'S REPORT ON GOE PLANS FOR ITS CLAIMED TUNA FISHERY. WE ALSO WELCOME THE SENDING OF A TECHNICAL EXPERT TO QUITO, WHICH WE BELIEVE COULD GREATLY CONTRIBUTE TO DEFINING ISSUES WHICH ARE CURRENTLY UNCLEAR AND TO DETERMINING IF THERE IS INDEED A POTENTIAL AREA OF AGREEMENT BETWEEN THE GOE AND THE USG. WE SUGGEST THAT THE ECUADOR DESK OFFICER ACCOMPANY THE EXPERT SO THAT WE MAY HAVE THE FULLEST POSSIBLE DISCUSSION HERE ON THIS PROBLEM. IN THE MEANTIME, THE EMBASSY OFFERS THE FOLLOWING COMMENTS ON THE DEPARTMENT'S REFTEL IN THE HOPE THAT THEY MAY CLARIFY A FEW OF THE MANY POINTS WHICH REMAIN TO BE EXPLORED.

2. AMOUNT OF TUNA AVAILABLE IN ECUADOREAN-CLAIMED WATERS:
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PAGE 02 QUITO 06103 01 OF 02 241513Z

CRUICEZ ISY# APPEARS TO BE THE AMOUNT OF TUNA AVAILABLE

IN THE ECUADOREAN-CLAIMED WATERS. THE GOE BELIEVES 80,000 SHORT TONS OF TUNA OF ALL VARIETIES CAN BE CAUGHT WITHIN THE 200 MILE ZONE. WE HAVE GOOD REASON TO THINK THAT TUNA DOES NOT EXIST IN SUCH QUANTITIES IN THIS AREA. THIS ISSUE IS CRUCIAL BECAUSE, IF WE CONVINCE THEM THAT THEY ARE WRONG, OUR EXCLUSION WILL CERTAINLY FOLLOW MORE RAPIDLY THAN MIGHT OTHERWISE BE THE CASE. ON THE OTHER HAND, IF WE DO NOT CONVINCE THEM, THEY MAY PROCEED ON AN UNECONOMIC TUNA INDUSTRY EFFORT. AND, OF COURSE, IF THEY REMAIN UNCONVINCED, AND IF WE REFUSE TO SUPPORT THEM, THE GOE WILL PROBABLY CHOOSE TO REGARD OUR ATTITUDE AS A DOG IN THE MANGER ONE, NO MATTER WHAT OUR REASONS ARE. WE ARE NOT SURE HOW TO HANDLE THIS PROBLEM BUT ARE INCLINED TO TRY TO CONVINCE THE GOE THAT ITS FISH ESTIMATES ARE WRONG ON THE THEORY THAT IN THE LONG RUN HONESTY IS THE BEST POLICY. WE HOPE THAT THE TECHNICAL EXPERT WILL COME PREPARED WITH A CONSIDERABLE AMOUNT OF EVIDENCE ON THIS MATTER IN CASE IT SHOULD BE CONVENIENT TO DISCUSS OUR DIFFERING ESTIMATES WITH GOE OFFICIALS. FYI: NAVY COMMANDER RODRIGO RIVADENEIRA, UNDERSECRETARY FOR FISHERIES OF THE MINISTRY OF NATURAL RESOURCES, TOLD AN EMBOFF SOMETIME AGO THAT THE GOE'S ESTIMATES OF TUNA AVAILABILITY WERE BASED ON IATTC DATA. THEREFORE, IATTC DATA ON THIS MATTER WOULD BE HELPFUL, END FYI.

3. GOE'S IDEA OF CONSERVATION: WE THINK THAT THE REASON WHY NO DIFFERENTIATION IS PRESENTLY BEING MADE BETWEEN TYPES OF TUNA IS THAT THE SUBSECRETARIAT OF FISHERIES OF THE MINISTRY OF NATURAL RESOURCES HAS NOT GOTTEN THAT FAR IN ITS THINKING, AND WE HAVE NOT YET TRIED SERIOUSLY TO ELICIT THEIR VIEWS ON THAT QUESTION. WE AGREE THAT IT IS CONCEIVABLE THAT THE RESULT COULD BE OVER-FISHING OF YELLOWFINNOUT DOUBT THAT SUCH AN EVENTUALITY WILL MATERIALIZE BECAUSE RIVADENEIRA HAS STATED TO EMBOFFS THAT THE GOE SUPPORTS THE IATTC'S PURPOSE AND INTENDS TO ABIDE BY ITS CONSERVATION POLICIES. INDEED, RIVADENEIRA SUGGESTED TO US ON ONE OCCASION THAT ECUADOR IS RE-THINKING ITS POSITION ON IATTC MEMBERSHIP IN VIEW OF ITS AMBITIONS TO BE A MAJOR TUNA POWER. HENCE WE REGARD THE LACK OF DIFFERENTIATION AS EVIDENCE OF INCOMPLETE
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 QUITO 06103 01 OF 02 241513Z

THINKING RATHER THAN AS EVIDENCE OF AN INTENTION TO OVER-FISH YELLOWFIN.

4. CONSERVATION OF MIGRATORY TUNA: WE DO NOT THINK THAT THE GOE'S IDEA OF CONSERVATION IS NECESSARILY INCOMPATIBLE WITH SUFFICIENT AND RATIONAL CONSERVATION OF TUNA. NOR DO WE THINK THAT IT NECESSARILY WILL AMOUNT TO PIECEMEAL MANAGEMENT. GOE OFFICIALS HAVE TOLD EMBOFFS IN THE PAST

THAT ECUADOR FAVORS COORDINATED, INTERNATIONAL MANAGEMENT OF SPECIES SUCH AS TUNA. THEIR POINT IS THAT THE GOE WANTS TO ARRIVE AT SUCH MANAGEMENT THROUGH THE AGREEMENT OF SOVEREIGN POWERS RATHER THAN HAVE SUCH MANAGEMENT IMPOSED ON THEM BY AN INTERNATIONAL ORGANIZATION DOMINATED BY THE MAJOR FISHING POWERS SUCH AS THE IATTC. IN THE CASE OF SUCH AN INTERNATIONAL AGREEMENT, WE BELIEVE, ON THE BASIS OF CONVERSATIONS WITH GOE OFFICIALS, THAT ECUADOR WOULD LIKE TO BE THE ORGANIZATION'S EXECUTIVE AGENT WITHIN THE 200 MILE ZONE. TO US THIS POSITION DOES NOT APPEAR TO BE FUNDAMENTALLY AT VARIANCE WITH IATTC POLICY, AND IT SEEMS TO US THAT ONE WAY TO ATTACK IT IS TO TRY TO CHANGE GOE PERCEPTIONS OF THE IATTC. IF MORE NATIONS JOINED THE IATTC, THE WEIGHT OF THE MAJOR FISHING POWERS WOULD PRESUMABLY BE REDUCED. FURTHERMORE, THIS ECUADOREAN POSITION WOULD APPEAR TO BE COMPATIBLE WITH US EFFORTS TO INCREASE COOPERATION ON THE ENFORCEMENT OF IATTC RULES WITH RESPECT TO CONSERVATION SINCE IT IS CLEAR THAT MORE ENFORCEMENT BY MORE COUNTRIES IS REQUIRED. SUCH ADDITIONAL ENFORCEMENT OFF ITS COASTS COULD BE INTERPRETED BY THE GOE AS ACTING AS THE IATTC'S EXECUTIVE AGENT IN THAT AREA.

AS RECEIVED. SERVICED UPON REQUEST.

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PAGE 01 QUITO 06103 02 OF 02 241510Z

42

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INFO OCT-01 ISO-00 DRC-01 COA-02 EB-11 COME-00 INT-08

AGR-20 SCI-06 IO-14 DLOS-06 CG-00 CIAE-00 DODE-00

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FM AMEMBASSY QUITO

TO SECSTATE WASHDC 9269

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AMCONSUL GUAYAQUIL

C O N F I D E N T I A L FINAL SECTION OF 2 QUITO 6103

5. COASTAL AND DEEP SEA TUNA: THE GOE DOES NOT REGARD THE DISTINCTION BETWEEN COASTAL AND DEEP SEA TUNA AS A SCIENTIFIC ONE. RATHER IT IS A PRACTICAL ONE. MOST OF THE ECUADOREAN TUNA FLEET IS ONLY CAPABLE OF FISHING WITHIN 40 MILES OF THE COAST AND HENCE MOST OF THE ECUADOREAN TUNA CATCH HAS BEEN CAUGHT IN THAT AREA. THE GOE WANTS TO EXPAND ITS FISHING CAPABILITIES AND IN VIEW OF THE EXISTING CHARACTERISTICS OF ITS FLEET HAS DECIDED TO CONCENTRATE ON LONGER RANGE SHIPS TO CATCH THE TUNA THAT THE EXISTING VESSELS CANNOT; ALTHOUGH, IT ALSO INTENDS TO INCREASE THE COASTAL CAPACITY SOMEWHAT TO CATCH MORE TUNA IN THAT AREA. THE GOE THINKS THAT THE TUNA ARE PROBABLY EQUALLY DISTRIBUTED IN THE TWO AREAS. THE DISTINCTION IS IN THE TYPE OF SHIPS RATHER THAN DIFFERENT TUNA POPULATIONS.

6. IF THE GOE BUILDS UP A LARGE FLEET WHERE WILL IT FISH? IN OUR OPINION THE DEPARTMENT'S VIEWS ON THIS MATTER ARE CORRECT. WE ARE NOT CERTAIN THAT THE GOE HAS REALLY FACED THIS QUESTION, POSSIBLY BECAUSE IT HAS OVER-CONFIDENTIAL

CONFIDENTIAL

PAGE 02 QUITO 06103 02 OF 02 241510Z

ESTIMATED THE AMOUNT OF TUNA AVAILABLE WITHIN THE 200 MILE ZONE. HOWEVER, AT ONE POINT RIVADENEIRA WAS SAYING TO US THAT THE GOE INTENDED TO ACQUIRE RELATIVELY SMALL TYPE VESSELS IN THE RANGE OF 200 - 400 TONS WHICH COULD BE USED FOR FISHING FOR OTHER TYPES OF FISH WHEN NOT BEING USED FOR TUNA.

7. COSTS OF ASSOCIATED STATUS: WE ARE NOT CERTAIN WHAT THE FINAL COSTS OF ASSOCIATE STATUS WILL BE. WE SUSPECT THAT THEY WILL BE SOMEWHAT LESS THAN THE NEW LICENSE FEE LEVELS, AND THEY MAY BE A FUNCTION OF CATCH RATHER THAN NET REGISTERED TONS. IN A RECENT CASE OF AN ASSOCIATION AGREEMENT BETWEEN A US FISHING FIRM AND THE ECUADOREAN STATE FISHING CORPORATION, THE COST WAS FIXED AT 75 DOLLARS PER EACH SHORT TON OF FISH CAUGHT REGARDLESS OF ITS QUALITY OR FINAL PRICE. ADDED TO THIS COST WAS A FEE OF 0.5 PERCENT OF THE PROFITS REALIZED BY THE VESSEL. WE DO NOT YET KNOW IF THIS IS A TYPICAL CONTRACT OR NOT. THE CONSULATE GENERAL AT GUAYAQUIL IS WORKING ON THIS POINT SINCE THE HEADQUARTERS OF THE STATE FISHING CORPORATION IS NOW LOCATED IN GUAYAQUIL.

8. U.S. EMBARGOS OF TUNA CAUGHT CONTRARY TO U.S. REGULA-

TIONS OR TO IATTC RULES: AS STATED ABOVE, WE THINK
THAT THE GOE IS DISPOSED TO OBSERVE IATTC REGULATIONS.
THE GOE IS ALSO APPARENTLY DISPOSED TO COOPERATE IN
EFFORTS TO PROTECT MARINE MAMMALS AS REPORTED IN QUITO
5848. WE ALSO QUESTION WHETHER A POSSIBLE EMBARGO ON
ECUADOREAN TUNA MIGHT BE PERCEIVED BY THE GOE AS AN
EMPTY THREAT. ACCORDING TO DATA RECENTLY PUBLISHED IN
THE TRADE PRESS, IT WOULD APPEAR THAT THE GOE MIGHT
CONCLUDE THAT THE GROWING MARKET FOR TUNA IN EUROPE AND
ELSEWHERE WOULD OFFER AMPLE OPPORTUNITY TO DISPOSE OF ITS
CATCH. IF THIS IS THE CASE, OR EVEN IF IT WERE SO
PERCEIVED BY THE GOE, THE EMBARGO THREAT WOULD NOT BE A
CONSTRUCTIVE NEGOTIATING POINT.
BREWSTER

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